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TO : Chief, Coordination, Operations, and Policy Staff

FROM : Assistant Director, Office of Reports and Estimates

SUBJECT : NIS Program - Curtailment of Scheduled Reproduction of Copies for Dissemination and Storage.

REFERENCE: Memorandum of Chief, COAPS, to AD/ORE and AD/OCD, 14 March 1950, subject as above.

1. The referenced memorandum can best be considered against the plans and developments which have resulted in the present situation. A clear understanding of these facts and factors is prerequisite to a determination of the validity and feasibility of the proposals made by COAPS.

2. Purpose of the NIS Program

In essence, the National Intelligence Survey is a medium by which the significant basic intelligence required by this Government can be made readily available to those who need to know. For practical reasons, the amount of basic intelligence so compiled was limited to that which fully satisfied strategic planning requirements and served as a basis for highest level operational planning. The peacetime use of the NIS, however, is not restricted to this narrow field by any means. By the Armed Forces it is being used throughout the planning and intelligence echelons, principal field commands, service schools, and related activities. It is also used by other Government agencies such as NSRB, RDB, AEC, and the Department of Commerce. Moreover, it finds significant usefulness for all attachés and field collection units as a continuing indication of the gaps requiring collection effort.

3. Design of the NIS

The NIS is designed to satisfy wartime requirements of the Armed Forces when supplemented by the detailed basic intelligence which is being collated and maintained in the files of each Department in the course of preparing the NIS itself. It is necessary, therefore, to anticipate the augmented wartime requirements by preparing the NIS so that it can readily be reproduced and so that each Service needs then only to issue supplementary detail to satisfy its own specialized requirements. The only practical means of reproducing the NIS to satisfy these wartime requirements is by high speed

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presses. This necessitates a format which will lend itself readily to that process.

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4. Reproduction Process

During the initial phases of the NIS Program, a most careful examination was made of the various methods by which the NIS could be reproduced, of their relative costs, and of the feasibility of reproduction for wartime use. These methods fall into three general categories: 1) typescript reproduction by mimeograph or similar method; 2) typescript reproduction by offset printing; and 3) linotype and monotype reproduction by letter press and offset printing.

The first method results in volume size roughly four times greater than printed material; it produces a mediocre publication to which photographs, maps and diagrams must be added by other reproduction methods; the manpower requirements for typists and assembly collators are high; and the method is inherently slow and cumbersome when applied to such a publication as the NIS. Most important, this method is unsuitable for high speed press reproduction, since it does not photograph well for the offset printing, and the mats or stencils prepared in the first instance are not suitable in themselves for this manner of reproduction.

There is basically little difference in appearance of a publication produced by the second and third methods of reproduction. Actually, it was initially intended to produce the NIS by IBM with offset printing. However, while the initial cost was less, there would have to be added the following items which would make the cost about the same as linotype work.

- a. Cost of hand application of diacritics
- b. Cost of inserting line cuts in text
- c. Cost of setting heads and stripping them in
- d. Cost of corrections - it would be necessary to retype a whole subsection for one major alteration.

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In addition, the availability of the [redacted] was the final argument which led to choosing the third method of reproduction; for it meant that personnel and equipment suited to the problem were already at hand. This method provides a simple and effective means for rapid reproduction to satisfy emergency requirements. The textual material can be photographed directly and reproduced by offset printing by any printing establishment. Plates of all graphic material are retained in the Disaster Plan storage and can be used for

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immediate reproduction work. In the event of real emergency, it is anticipated that reproduction of urgently required NIS could be accomplished in a matter of several weeks.

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5. Dissemination of the NIS

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The total press run for the NIS is based upon planned dissemination requirements of the National Security Agencies, the anticipated valid requirements of other government agencies, [redacted] and a minimum reserve stock to fill unanticipated requirements and to act as a cushion in the event of emergency to tide over the situation until the NIS can be reproduced.

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Total NIS dissemination requirements are determined by the requirements of each of the Intelligence Agencies. In the first phases of the NIS Program these requirements have fluctuated because of the general unfamiliarity with the NIS. As more of the NIS are published these requirements are becoming more firm, although further changes are to be expected for some time to come. The NIS Committee is aware of this situation and has already made four reductions in the total press run. At present there are being printed 600 bound copies and 100 unbound copies of controlled elements (elements not passed [redacted]), and 750 bound copies and 100 unbound copies of uncontrolled elements. This results in a present reserve stock of 130 bound elements and a varying number (average of about 60-70 copies) of unbound elements. Actually, it is desired to maintain for the present about 100 bound elements and 50 unbound elements, but lag in partial press runs behind the requirements has caused a temporary increase in reserve components. Were the requirements of the National Security Agencies and the other government agencies on a firm basis, it would be desirable to reduce the reserve stock to 50 copies each of bound and unbound elements. This would be the rock bottom minimum, however, beyond which it would neither be prudent nor desirable to go. The reserve stock must at all times be sufficient to satisfy all future additional requirements for the NIS, with the exception of wartime needs. Increasing the press run will satisfy additional requirements for NIS still to be printed, but the elements already printed must come from the reserve stock. We cannot afford to reduce the reserve stock below a reasonable and prudent level, unless we wish to incur excessive costs for reprinting elements in short supply.

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6. Maintenance of the NIS

The loose-leaf format of the NIS together with the pagination and unit treatment provides a satisfactory and simple means to maintain the NIS on a reasonably current and accurate basis. The very nature of basic intelligence minimizes the need for frequent revisions. However, there are many

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gaps in our present basic intelligence and there will be need for incorporating the new intelligence affecting these gaps. It is planned to maintain the NIS generally by section revisions. In consequence, there will be a minimum of time required by the users and by those responsible for the reserve stock in removing superseded sections in their entirety and replacing them with revised sections. Moreover, the maintenance program will be concerned principally with high priority areas. This reduces the problem mainly to some 50 or 60 NIS.

Considering the vital importance of accurate and comprehensive basic intelligence to the national security interests and to the successful prosecution of a war effort, it is considered that we are still far short of commensurate endeavors in this field. We need a great deal more good, sound basic intelligence. We need to give it wide dissemination in the interests of more fundamental and consistent planning and intelligence appreciation.

7. Turning now to the referenced memorandum, there are certain points to be considered:

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a. The total dissemination requirements far exceed the number of copies which should be reproduced.

Comment: The requirements of the various agencies mainly determine the press run. Each National Security Agency is its own best determiner of these requirements. We still have only the requirements of the Department of Commerce from the non-IAC Agencies. There will be additional requirements from other agencies in the future. The reserve stock of unbound copies is intended primarily for this purpose.

b. The copies in excess of the number required for immediate use will be placed in dead storage where they will not be maintained.

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Comment: The purpose and nature of the reserve stock has been discussed already. Suffice it is to say that the copies in reserve stock will be maintained and without excessive or undue effort. The mere fact that one complete set of NIS volumes (if they are ever produced) will require 100 running feet of shelf space appears to be irrelevant to the question, which is, "Is the material which is occupying that space needed?" To which the reply might be, "Yes, to somewhat the same extent as the spare tire which occupies needed space in the trunk compartment of your car." Two

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spare tires are generally unnecessary. Just so, the reserve stock of NIS should be kept to a reasonable and prudent minimum level. This we are trying to do.

c. In time of peace, it is opined that actual use of the NIS tomes will be limited to high-level, strategic planning groups, and even these users will not generally have occasion to refer to the great mass of detail presented.

Comment: Previous discussion has indicated that the usefulness of the basic intelligence contained in the NIS far transcends the limited area of high-level strategic planning. It might be well again to emphasize the point that, while the NIS is intended fully to satisfy high-level strategic planning requirements, it also satisfies many other requirements of lower echelons. It should also be understood that the "great mass of detail" is only that for which these high-level planning groups have indicated a need. In particular, the comments of the Joint Logistics Plans Group on the deficiencies of JANIS requirements were carefully examined in shaping the NIS requirements.

d. Emphasis should be placed upon the preparation of the substantive manuscript in contrast with the presently scheduled reproduction.

Comment: There is no disagreement with the emphasis on the preparation of good intelligence. This has been the theme of many papers on the subject, including the Annual Report on the NIS Program, as well as the crux of our efforts in coordinating the Program. However, it does not follow that the presently scheduled reproduction is necessarily costly, or that any change in it would have salutary effect upon the quality of the intelligence being produced. The previous discussion of reproduction methods has indicated that the proposal for "a relatively simple and inexpensive system" would actually result in a slow, cumbersome and relatively expensive method in the long run. Moreover, it does not, as implied, lend itself to quick reproduction. The author of the referenced memorandum himself later acknowledges the fact that ultimate recourse must be had to the printing process "to satisfy operational requirements in wartime". If such recourse must be had at any stage in the game it must be present in all stages, unless we are to have a chaotic situation on our hands

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when war starts.

e. It appears that the JCS "Area Priority" should be reflected in the number of copies reproduced upon each of the several areas, and in the selection of distributees to receive such copies.

Comment: This matter is somewhat academic at present inasmuch as we will be for several years in the high priority areas. Full consideration of this matter by the participating agencies may well result in reduced requirements for low priority areas.

f. It is the opinion of COAPS that the original publication of the NIS for peacetime use should be limited to a maximum of about 100 copies.

Comment: This conclusion is somewhat disconcerting. If, after consideration of the valid US [] requirements, it has any basis in fact, the evidence of such basis is not apparent.

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